

Page Denied

SECRET

6

USIB-M-712
15 January 1976

UNITED STATES INTELLIGENCE BOARD

MEMORANDUM FOR THE UNITED STATES INTELLIGENCE BOARD

SUBJECT: Draft Minutes of the 15 January 1976
Intelligence Board Meeting

1. The attached draft minutes of the 15 January Intelligence Board meeting are submitted herewith for USIB consideration.

USIB ACTION REQUESTED

2. Board members are requested to advise the Secretariat by close of business 27 January 1976 of their approval or other views on the attached minutes.

Executive Secretary

Attachment

SECRET

SECRET

USIB-M-712
15 January 1976

UNITED STATES INTELLIGENCE BOARD

Minutes of
Seven-hundred-twelfth Meeting
United States Intelligence Board
DCI Conference Room (7D64)
Central Intelligence Agency, at 1030 hours, 15 January 1976

Director of Central Intelligence
Mr. W. E. Colby
Presiding

MEMBERS PRESENT

Dr. Edward W. Proctor, acting for Deputy Director of Central Intelligence
Mr. Harold H. Saunders, Director of Intelligence and Research,
Department of State
Rear Admiral Donald P. Harvey, USN, Acting Director, Defense
Intelligence Agency
Lieutenant General Lew Allen, Jr., USAF, Director, National Security
Agency
Mr. William N. Morell, Jr., Department of Treasury Representative
to USIB
Major General Edward B. Giller, USAF (ret.), Energy Research and
Development Administration Representative to USIB
Mr. W. Raymond Wannall, Federal Bureau of Investigation Representative
to USIB

SERVICE OBSERVERS PRESENT

Brigadier General John A. Smith, USA, Acting Assistant Chief of Staff,
Intelligence, Department of the Army
Captain David Sigsworth, USN, acting for Director of Intelligence,
Department of the Navy
Colonel Jerry D. Alderson, Jr., USAF, Acting Assistant Chief of Staff,
Intelligence, United States Air Force

SECRET

SECRET

USIB-M-712
15 January 1976

Before addressing the regular agenda items, Mr. Colby commented on the following items:

a. SNIE on Lebanon

In view of the current situation in Lebanon and the possible involvement of Syria and Israel Mr. Colby said a SNIE should be prepared on this subject. He reported that he had received a list of questions regarding Lebanon from Deputy Secretary of Defense Ellsworth which would be addressed in the SNIE. Mr. Carver said a draft had been prepared, which is in the process of being coordinated, and that he hoped to receive telephonic concurrence from the USIB members by early next week.

b. NSC Meeting

Mr. Colby advised that, while he was not authorized to discuss the details, he wished to comment in general terms on the recent meeting with the President regarding the Intelligence Community. He said that Mr. Marsh of the White House Staff provided an outstanding presentation, followed by a productive general discussion. He characterized this discussion as one of the better customer feedbacks to the intelligence process. This included comments regarding the quality of estimates and suggestions for improvement. Dr. Kissinger suggested that more effort be applied toward preparing papers which examine possible problem areas in the longer term.

Mr. Colby said that Secretary Simon commented on the need to improve economic intelligence although he agreed that there had been considerable progress. Secretary Simon suggested that other elements of the government with economic interests and information be more closely involved with the intelligence process. In addition he noted that there were no estimative procedures for economic policy matters which compared with those which currently existed for major military subjects. Secretary Simon also believed that economic issues should be addressed on a longer term basis.

Mr. Colby said that the points raised by Secretaries Kissinger and Simon should be carefully considered.

SECRET

SECRET

USIB-M-712
15 January 1976

1. Proposed New DCIDs for the Weapon
and Space Systems Intelligence
Committee (WSSIC) and the Scientific
and Technical Intelligence Committee
(STIC)
(USIB-D-5, 1/44, 29 December 1975;
USIB-M-711, 8 January 1976, Item 2)

Mr. Knoche, Associate Deputy to the DCI for the Intelligence Community, introduced this item by noting that changes had been distributed to the USIB Principals at this meeting. The changes were the result of negotiations with DIA based on the previous USIB discussion (reference).

Following a brief review the DCI, with the concurrence of the USIB, accepted the subject DCIDs.*

SECRET

SECRET

USIB-M-712
15 January 1976

2. Key Intelligence Questions
Performance Evaluation
Summary for Fiscal Year 1975
(USIB/IRAC-D-22, 1/47; USIB-
M-711, 8 January 1976, Item d)

Mr. Colby said, as he had indicated last week, that the subject report should be considered a working paper, noting that the findings are only preliminary. Accordingly, he said he had requested that the formally printed version of the report be recalled. Mr. Colby commented that this is a step toward developing a system for performance review, but as in any management system, it would probably take three to five years to make it fully effective. In this connection he noted that the KIQ approach was in its second year of operation, while the KEP was being tried for the first time.

This report, he said, stresses statistical analysis, but not substantive review. Mr. Colby advised that he was asking the Intelligence Community Staff to produce a substantive evaluation using the assessments of the NIOs and the statistical analysis of the report as a point of departure. He again stressed that the report before the Board was a working paper. This notwithstanding, he said that it raised several interesting points. Mr. Colby used several charts from the report to assist him in elaboration of some of the major points.

Mr. Colby said that his review of the paper suggested steps which could be considered for the next cycle. There is no question, he said, that there is a real need to establish a system for relating expenditures to product, but whether the process should be continued in its present form remains to be determined.

- 4 -

SECRET

SECRET

USIB-M-712
15 January 1976
REVISED

General Allen said that he fully agreed with Mr. Colby's views, noting that he had supported the entire KIQ process from the outset. General Allen believed, however, that the report before the Board had a negative value, all the more frustrating when a solution was almost within grasp. He suggested that it might be more useful to examine each KIQ individually through the NIO structure and focus attention on the KIQ strategy report. He said that statistical analysis remains to be developed to the point of being useful, and that evaluation by discrete substantive entity seemed to be the proper point of departure. General Allen observed that, while he agreed with Mr. Colby's point regarding the need to develop a managerial system, we must also address whether the right evaluative information is being produced to support decision making. He again stressed the value of the KIQs and the KIQ strategy reports as one of the more valuable efforts which had been made within the USIB structure in recent years.

Admiral Harvey said that DIA heartily endorsed General Allen's and Mr. Colby's views on this matter.

Mr. Colby indicated his concern about the time and difficulty involved in obtaining statistical data. In response, General Allen said that, with NSA's computers, this was not the problem for his agency, the real problem was to understand the data once it had been produced. Admiral Harvey said that it was much more difficult for DIA to develop data than it was for NSA, but that DIA supported the overall concept.

Mr. Colby asked if there were any suggestions on how to simplify the process. Admiral Harvey said that DIA may have suggestions based on its development of the Defense KIQs process. Mr. Carver suggested that if the USIB wished to support additional attention on this matter, the NIOs could select one or two KIQ strategies for in depth examination to see if the process could be made more meaningful. Mr. Carver said that this would require the NIOs to address the selected KIQs in a detailed and precise manner, including candid discussion of deficiencies and what must be done to answer the KIQs. He said the results of such

- 5 -

SECRET

SECRET

USIB-M-712
15 January 1976
REVISED

an examination might be a call for an effort in excess of the budget; this then should drive a USIB discussion of the priorities of each requirement. Mr. Carver noted that such an effort would require full community cooperation. Mr. Colby observed, as noted by General Allen, that the KIQ strategy reports were very important, justifying a lot of effort to make them work.

Commenting on the large number of man hours involved, Admiral Harvey observed that the overall process for the FY-76 KIQs was further behind than was the case a year ago for FY-75. He suggested that the KIQs may not need to be specifically keyed to fiscal years. Mr. Colby commented that, if the overall process can be made to work, it would not be so important to hold it to a fiscal year basis. Mr. Carver suggested formulating KIQs once and then annually reviewing and updating them.

Mr. Colby said he would look to the Intelligence Community Staff to examine this problem based on the points raised during the USIB discussion. The Intelligence Community Staff should provide the DCI and the USIB with the results of the review for consideration regarding how to proceed with the KIQ evaluation process.

3. Presentation of National Intelligence
Distinguished Service Medal to
Mr. W. E. Colby

The USIB was convened in special session at 1130 hours for the purpose of awarding Mr. Colby the National Intelligence Distinguished Service Medal.

General Wilson presented the award accompanied by the following citation:

"Mr. William E. Colby is hereby awarded the National Intelligence Distinguished Service Medal for distinguished and meritorious service and achievement on behalf of the United States

- 6 -

SECRET

SECRET

USIB-M-712
15 January 1976

"in duties of great responsibility within the Intelligence Community. Mr. Colby has had a distinguished career including more than thirty years of exceptional intelligence accomplishments in a variety of operational, planning and management assignments, culminating in nearly two and a half years as Director of Central Intelligence. Serving as the nation's senior foreign intelligence officer during a most difficult and trying period for American intelligence, Mr. Colby demonstrated outstanding qualities of leadership and integrity, willingly served 'at the point' in meeting Community problems, applied a keen intellectual approach to solution of these problems, and provided calm management in crisis situations. He was clearly the leader and spokesman of the Community, and his outstanding accomplishments distinctly benefit the interests of the United States and constitute a major contribution to the foreign intelligence mission of the Intelligence Community."

Addressing the USIB and invited guests, General Wilson said that today we do honor to an outstanding American patriot, a man who has become a legend in his own time. General Wilson observed that presenting the award to Mr. Colby on behalf of the Intelligence Community was his most honored moment since his service with the DCI began. He said that at a time like this words and phrases do not come easy, noting that each one of us carries his own image of Mr. Colby. One distinguishing characteristic about Bill Colby is the fact that each of us thinks he owns a piece of him; each one of us feels that he has a special relationship with Bill Colby because he has a way of giving us personal dignity which brings out the best in all of us.

General Wilson noted that Bill Colby has a way of getting at the essentials of any issue, and epitomizes the traits of humility and integrity. He has displayed courage, forbearance and patience, particularly during the events of the past year. General Wilson said that

- 7 -

SECRET

SECRET

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USIB-M-712
15 January 1976

we are really paying tribute to Mr. Colby's leadership "at the point" of the Intelligence Community which has unified us and made us pull together even at times when we may not have been inclined to do so; no one in modern history has contributed more to the leadership of the Intelligence Community.

General Wilson said that, as Mr. Colby had often noted in presenting awards, no man is an island and no one can do the job by himself; while Mr. Colby clearly sacrificed a lot of himself, a part of this award is for his family. He could not have achieved as he did without the support of his wife, Barbara, and the rest of his family.

General Wilson concluded his remarks by repeating that Mr. Colby is a legend in his own time; destiny had tapped him on the shoulder. He has made better people of us all just by being associated with him. Addressing Mr. Colby, General Wilson commented he would like to use a Southside Virginia colloquialism to say that all of us - the country - our families - are "Much Obligated."

Mr. Colby accepted the award and thanked General Wilson for his kind and thoughtful words.

Mr. Colby said that he accepted this award with humility and great appreciation. He said that he didn't really invent the award to be a recipient, however, he was delighted to be one of the earlier recipients along with Dr. Clarke, Mr. Inlow and Dr. Schlesinger. He felt that this award symbolizes the national intelligence concept of working together to do a better job for our country. He was honored to have present the Principals of the USIB as well as [redacted] [redacted] and the Chairmen of the USIB Committees and other good friends. Mr. Colby said that we can look at American intelligence as having arrived - having fulfilled the major goals of the

- 8 -

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SECRET

SECRET

USIB-M-712
15 January 1976

Presidential memorandum of 1971 and moving toward making intelligence more a part of America.

He noted that during the past year the investigations have provided an opportunity to better educate the Executive and Congress about the value and excellence of intelligence and through them to the American people. He said that more and more Americans are expressing concern that intelligence not be destroyed because of the sensationalism of a few past instances of misdeeds. Mr. Colby said that he accepts the award in the spirit it expresses that intelligence is becoming a national institution. He noted that the President and Congress are looking at the structure and operation of the intelligence community and may make some changes but, these changes will build on what has been established to date.

Mr. Colby concluded his remarks by saying that he leaves the Intelligence Community with full confidence that it will go on to be better than in the past and that all the professionals present will continue to make splendid contributions to our country.

Executive Secretary

Attachment

Adjournment: 1200 hours

- 9 -

SECRET

SECRET

USIB-M-712
15 January 1976

1. Approval of Minutes
18 December Meeting
(USIB-M-710 and Record of
Board Discussion and Action
Contained in Memorandum for
Holders-1 of USIB-D-63.1/25,
18 December 1975, limited
distribution through restricted
channels)

On 9 January all USIB members telephonically concurred in the subject minutes and record of Board discussion and action.

2. USIB-S-12./42, 17 December 1975
(Limited Distribution through
Special Channels)

All USIB members on 15 January telephonically concurred in the SIGINT Committee recommendations contained in paragraph 3 of the enclosed memorandum, and the draft memorandum to the Chairman, USCSB. Accordingly, the memorandum from the Chairman, USIB, to the Chairman, USCSB, was dispatched on 15 January.

The Office of the Director, NSA, has been advised of this Board action.

- 10 -

SECRET